



# 1986 ANNUAL REPORT

**Children's Services Commission**

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# Children's Services Commission

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Jefferson City, Missouri 65102

Marianne Ronan  
Executive Director  
(314) 751-0451

May 14, 1987

Representative Marion Cairns

Senator David Doctorian

Mr. Al Gage  
Secretary/Reporter

Representative Chris Graham

Dr. Robert G. Harmon

Representative Gene Lang

Dr. Arthur Mallory  
Chairman

Mr. James Moody

Judge John Parrish  
Financial Secretary

Dr. Keith Schafer

Senator John Schneider

Mr. William F. Siedhoff

Senator Dennis Smith

Representative Kaye Steinmetz

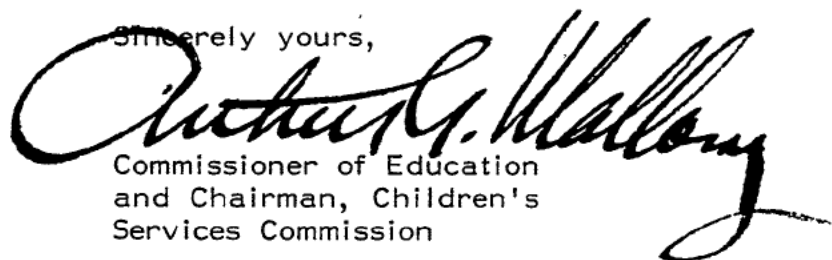
Senator Harry Wiggins  
Vice-Chairman

Honorable John Ashcroft  
Governor, State of Missouri  
State Capitol  
Jefferson City, Missouri 65101

Dear Governor Ashcroft:

The report of the activities, accomplishments and transactions of the Children's Services Commission for 1986 is being transmitted to your office as required in Section 210.101, RSMo. This report was submitted to the Chairman and members of the Children's Services Commission and formally approved for printing and distribution at the regular monthly meeting on February 9, 1987.

Sincerely yours,

  
Commissioner of Education  
and Chairman, Children's  
Services Commission

## Acknowledgments

Many individuals contributed generously of their time and talent on behalf of the Children's Services Commission during 1986.

I would especially like to recognize the legislators and state agency leaders who serve with me on the Children's Services Commission and Executive Director Marianne Ronan for their dedication to improving the lives of our children. The various state departments and divisions which provide services for Missouri's children committed many hours of staff time and other resources to Commission projects. I extend special thanks to these staff members for sharing their expertise and enthusiasm and for their hard work on behalf of the Commission:

Carolyn Carr, Department of Elementary and Secondary Education  
Connie Chadwick, Division of Youth Services  
Laurel Ellison, Department of Health  
James Friedebach, Department of Elementary and Secondary Education  
William Heberle, Division of Youth Services  
Russ McCampbell, Department of Elementary and Secondary Education  
Fred Proebsting, Division of Family Services  
Dr. Lois Pokorny, Department of Mental Health  
Michael Renner, Department of Mental Health  
Linda Roebuck, Department of Mental Health  
Vicky Weimholt, Division of Youth Services  
Jenny Wiley, Department of Mental Health

For their support and encouragement throughout the Commission's Status Offender Project, we are grateful to the Department of Public Safety and Randy Thomas, grant specialist for the Office of Juvenile Justice and Delinquency Prevention Act.

Also, the Office of Administration State Printing Center, and especially Printing Manager Gary Judd, deserve special thanks for contributions to the Commission's work.



Arthur L. Mallory, Chairman  
Children's Services Commission

# 1986 Commission Members

Arthur L. Mallory, Commissioner of Education ..... Chairman  
 The Honorable Harry Wiggins, Missouri Senate ..... Vice Chairman  
 Al Gage, Director, Division of Youth Services ..... Secretary/Reporter  
 (October-December)  
 Judge John Parrish ..... Financial Secretary

Paul Ahr (January-June)  
 Department of Mental Health

The Honorable Marion Cairns  
 Missouri House of Representatives

The Honorable David Doctorian  
 Missouri Senate

The Honorable Chris Graham  
 Missouri House of Representatives

Robert G. Harmon, Director  
 Department of Health

The Honorable Gene Lang  
 Missouri House of Representatives

James Moody, Acting Director  
 Department of Social Services

Keith Schafer (July-December)  
 Director, Department of Mental Health

The Honorable John Schneider  
 Missouri Senate

Gary Sherman (January-September)  
 Division of Youth Services

William F. Siedhoff, Acting Director  
 Division of Family Services

The Honorable Dennis Smith  
 Missouri Senate

The Honorable Kaye Steinmetz  
 Missouri House of Representatives

Marianne Ronan, Executive Director  
 Children's Services Commission

## Mission and Scope

The Children's Services Commission (CSC) was established in 1983 by the 82nd General Assembly. The CSC members are established by Section 210.101 RSMo Supp. 1984 as follows:

- 1) The director or deputy director of each state agency, department, division, or other entity which provides services or programs for children, including, but not limited to: the Departments of Mental Health, Elementary and Secondary Education, Health and Social Services, and the Divisions of Family Services and Youth Services.
- 2) One judge of a juvenile court, who is appointed by the chief justice of the Supreme Court.
- 3) Four members, two from each political party, of the House of Representatives who are appointed by the speaker of the house.
- 4) Four members, two from each political party, of the Senate who are appointed by the president pro tempore of the Senate.

All members serve as long as they hold the position which made them eligible for appointment to the CSC.

The Children's Services Commission acts on behalf of Missouri's children to identify immediate and long-range improvements, to encourage greater interagency coordination, bring about better use of existing children's service resources, eliminate duplications, and promote the design of future children's service programs.

Finding innovative ways to promote the well-being of families and children in Missouri through better coordination of publicly funded services is a goal of the Children's Services Commission. Sound management, fiscal responsibility and wise allocation of existing resources are regarded as essential if there are to be responsive programs. But the Commission recognizes, too, as a legislatively mandated body that it must also promote a coordinated social agenda for children. The Commission encourages cooperation among all child serving agencies, including those in the private sector.

The initial work of the Commission was the development of a three-volume set entitled, *State of Missouri Children—1985*, published by the Commission in cooperation with the School of Social Work at the University of Missouri-Columbia. This report provided statistical information on the status and trends in service needs for children, followed by a description of the helping system administered by Commission-member agencies. A full directory of publicly funded children's services in Missouri was included. Some strategies and directions for improving those services were also suggested.

Because state statute prohibits the Commission from using general revenue funds to finance the work of the Children's Services Commission, private funding was secured from a variety of sources to underwrite the cost of developing and printing the *State of Missouri—1985*. A list of donors to the work of the Commission may be found on page 24 of this report.

Additional funding has come through the sales of the three volume set and through a federal grant awarded on October 1, 1985, and October 1, 1986, under the Juvenile Justice and Delinquency Prevention Act of 1974.

Through grant funding, the CSC has concentrated on status offenders—those juveniles who have committed an offense, such as running away, which would be an offense if committed by an adult. The CSC is examining status offender service systems, and held a public hearing in October 1986 to receive testimony from those directly involved. The findings of this work in 1986 is published in Volume IV of the *Report on the State of Missouri Children—The Status Offender Report—1986*. This project will continue in 1987, proposing an integrated state plan for service delivery improvement.

The CSC currently employs an executive director to perform administrative duties for the Commission. Marianne Ronan has served as the first director since January 8, 1986. The Commission office is located in the Jefferson Building, Fourth Floor, Jefferson City, MO 65101.

The Children's Services Commission meets on a monthly basis. The meetings are open to the public and meeting notices are provided through the House of Representative's bulletin board and information system.

## 1986 Monthly Meeting Highlights

**JANUARY.** The Commission looked at four reports: *Report on the State of Missouri Children—1985*, the Needs Assessment Study, the Continuum of Care Report, and the *G.L. vs. Zumwalt* Consent Decree. The Commission also reviewed the 1986 OJJDP grant. The newly hired executive director was introduced.

**FEBRUARY.** The Department of Health presented a report on AIDS in Missouri. The Division of Family Services, the Department of Mental Health and the Attorney General's office gave a program on insurance liability, including private insurance liability costs and the state's Tort Defense Fund.

**MARCH.** The Commission reviewed the impact that the federal Gramm-Rudman Act will have on services for children. The Department of Elementary and Secondary Education presented a program on home schooling.

**APRIL.** The Department of Social Services discussed the implementation of Senate Bill 401. This bill attempts to reduce the number of licensed child care providers and their employees who have committed "acts which have been harmful to a child or demonstrate the likelihood of harm to a child." To identify these persons, the act sets strict screening practices. The program for the month focused on the Continuum of Care Report.

**MAY.** A committee was formed to design *Family Week 1987* activities in cooperation with the Governor's Office. The Commission heard a report on high school-based or near-school comprehensive health clinics in the City of St. Louis.

**JUNE.** The Missouri Arts Council and the Department of Elementary and Secondary Education discussed the "Arts Council/Public Schools" cooperative effort.

**JULY.** Under the directions of its new chairman, Dr. Arthur Mallory, the Commission reviewed its work from 1983-85 and projected future Commission goals and objectives for 1986-87 with continued emphasis on the status offender issue.

**AUGUST.** The executive director gave an update on the statewide survey completed for the Status Offender Project. A *Teenage Pregnancy Task Force Report* was given by the Department of Social Services.

**SEPTEMBER.** The Department of Health discussed indigent care costs for children's services.

**OCTOBER.** A public hearing was held to investigate the status offender issues through those who work directly with offenders. A summary of this testimony is given in Volume IV, *Status Offender Report—1986*, which is included with the *Annual Report*.

**NOVEMBER.** The Commission reviewed the statewide Status Offender Action Plan designed for implementation in 1987. A preliminary mission statement on behalf of children in the State, entitled "A Vision for Missouri Children" was introduced.

**DECEMBER.** Following a presentation on teen suicide from the Departments of Mental Health and Health, a committee was formed to provide an in-depth study of suicide prevention, intervention and treatment programs in Missouri. "A Vision for Missouri's Children" was formally adopted as a preliminary base for further Commission action.

Support materials for each monthly agenda of the Children's Services Commission are available for review through the Commission office. Phone 314/751-0451 for more information.



## **A Vision for Missouri Children**

All of Missouri's children should grow up with love and security in a healthy environment, each equally experiencing personal dignity, integrity and respect, and each having the opportunity to be the best he or she can be.

To ensure the accomplishment of this vision,  
every child must have access to:

1. A permanent, safe, stable and sanitary living environment;
2. Proper nutrition and health care;
3. Support and supervision which assures social and emotional development;
4. Quality and effective education that gives equal opportunity for individual success;
5. Employment and career training that leads to an independent and productive life.

Parents are responsible for directing the provision of these benefits and protections for their children, with assistance from state and local governments as appropriate.

When parents are unable or unwilling to provide these benefits and protection, the state will assist the parents as appropriate or will assume its legal responsibilities and provide for the needs of their children.

*Adopted by the Children's Services Commission  
December 8, 1986*

# Statutory Reporting Requirements

Section 210.102(8), RSMo (1986) requires that the Children's Services Commission report annually to the Governor with five copies each to the House of Representatives and Senate about its activities. This report should include, but is not limited to, the following information.

Statutory Requirements	Commission Response
(a) A general description of the activities of each state entity having a member on the Commission;	<i>The work of the Commission in this area focused on the programs, services and activities of the state agency members in relation to the Status Offender Project. This information may be obtained on pages 27-29 of Volume IV, Status Offender Report—1986, which is included with the annual report.</i>
(b) A general description of the plans and goals of each state entity having a member on the Commission;	<i>The work of the Commission in this area focused on the plans and goals of the state agency members in relation to the Status Offender Project. This information may be obtained on pages 30-31 of Volume IV, Status Offender Project Report—1986, which is included with the annual report.</i>
(c) Recommendations for statutory and appropriation initiatives to implement the integrated state plan;	<i>Because an integrated state plan has not yet been formally adopted by the Children's Services Commission, no statutory or appropriation initiatives have been planned. Due to the scope and complexity of such a plan, it is not anticipated that work on the state plan will be completed before December 1990.</i>
(d) A summary of categories, number and types of impact statements issued under this section;	<i>The Children's Services Commission office subscribes to the Missouri Register and monitors rules and regulation changes as they apply to children. In addition, each division and department places rule and regulation changes on the agenda as needed. However, no impact statements have been filed, due to the extensive work such an undertaking would require. In July 1986, statutory changes were contemplated to remove impact statements from the Commission's responsibility. No formal action was taken on this matter in 1986.</i>
(e) A report from the Commission regarding the state of children in Missouri;	<i>Please see Volume IV, Status Offender Project Report—1986, which is included with this annual report.</i>

Statutory Requirements	Commission Response
<p>(f) A report on implementation of the Consent Decree in the case of <i>G.L. vs. Zumwalt</i>.</p>	<p><i>A law suit in the case of G.L. vs. Zumwalt was filed in 1977. Legal Aid of Western Missouri, acting as a representative for five children in the Jackson County foster care system, filed a complaint in Federal District Court alleging that the Division of Family Services violated the constitutional rights of children regarding cruel and unusual punishment and due process. The subsequent court approval gave G.L. class action status in 1979 and a Consent Decree was issued in 1983.</i></p> <p><i>As part of its legislative mandate, the Children's Services Commission is to report on the implementation of the Consent Decree. In March 1985, a committee of three members of the Commission was appointed to serve this function.</i></p> <p><i>In a review of the 1986 activities in the implementation of the G.L. vs. Zumwalt Decree, the most significant event was the issuance of the first report of the Implementation Committee, empaneled by the Supplemental Consent Decree of July 1985.</i></p> <p><i>The Implementation Committee, composed of three members selected by the parties to the suit with the approval of the court, is required to "send copies of all significant actions taken. . .and report issued. . .to the Children's Services Commission." The first report of the Implementation Committee was received by the Commission in October 1986. It was formally adopted by the Children's Services Commission at its regular monthly meeting in November 1986. A copy of that report is printed in the Appendix (pages 17-20).</i></p>

## Special Committee Projects

Since its inception in 1983, the Children's Services Commission has stressed the need for strong interagency cooperation. Some of the early interagency efforts led to the passage of the Early Childhood Screening Act, the development of a Needs Assessment Report and the construction of a Continuum of Care program.

In 1986 a number of special committee projects were initiated. Descriptions of these activities follow.

### Children's Budget Coalition

At the April 14, 1986, meeting, Phyllis Rozansky presented a report by the Children's Budget Coalition entitled "Insufficient Funds." The Coalition wished to inform policy makers and citizens as to what services were being funded for children, how many children received those services, and how many do not. Ms. Rozansky reviewed the recommendations made by the Coalition and requested that the Commission and the Coalition work together in addressing the recommendations. A committee was formed for this purpose and Representative Kaye Steinmetz was appointed chairperson. This committee met four times from June to September. Each department and division with membership on the Commission presented a review of budget needs and requests and costs for children's services and programs.

Following this review, the Children's Budget Coalition announced intentions of preparing a second publication based in part on the information received through this committee. The Children's Services Commission agreed to prepare a Children's Statement, consider a standing committee on agency budgets, regularly review budget items for children and consider the development of a standardized format for such a budget review. The final report of this committee's work was presented at the September 15, 1986, Commission meeting.

### Family Week 1987

Good parenting and the importance of the intact family system as a stable, nurturing and loving support to children's growth and healthy development is perhaps the most dominant theme which emerged repeatedly throughout the Commission's early inquiries into children's needs. The desire to promote family well-being and the need for a greater public awareness of the family's importance to children's functioning prompted the Commission to propose an awareness campaign called "Family Week 1987."

A committee was formed in May 1986 for this purpose and Dr. Robert Harmon was designated as chairperson. The Family Week Committee scheduled Family Week 1987 for April 20-26, 1987. Many activities have been planned to promote this event, including a logo contest; an essay contest on "Why My Family Is Special"; a family picnic with the governor and his family for seven essay winners; a kick-off ceremony in the Truman Building; recognition to businesses across the state who have family-supportive policies; church and local government participation; a celebrity guest; public service announcements; and the publication of a Missouri "Family Album," which will be a source book on the status of Missouri families.

This event is sponsored by the Children's Services Commission and the Office of the Governor. The co-sponsors include: the Department of Health, the Department of Elementary and Secondary Education, the Department of Mental Health, the Department of Social Services, the Department of Corrections, the Division of Family Services, the Division of Youth Services, the Office of Administration, the Office of Economic Development, the Missouri Chamber of Commerce and the Missouri Association for Marriage and Family Therapy. This committee work is on-going.

**Governor's Conference on Health Education for Children**

The Children's Services Commission was invited by the Department of Elementary and Secondary Education to work on a committee to design this important conference. The conference goals were to compile a report which would identify and promote public awareness of the most important health education issues facing Missouri's children and youth; to evaluate the current status of health education and prevention efforts for children in Missouri; and to recommend steps to improve health education in Missouri. This conference was held in Jefferson City on November 17-18, 1986, and drew approximately 500 participants. The final conference report is being completed for publication early in 1987.

**Governor's Interagency Working Group on Adolescent Pregnancy**

The Children's Services Commission was asked to join this interagency task force in May 1986. This committee worked throughout the summer and fall to identify the nature and extent of the problem in Missouri, to review national statistics and programs, to plan a strategic method to reduce the incidence and consequences of adolescent pregnancy and parenting, and to develop recommendations for implementation of this plan. The final report is being completed for publication early in 1987.

**Teen Suicide Prevention Committee**

At the December 8, 1986, Commission meeting, the Departments of Health and Mental Health presented a program on "Teen Suicide." A committee was formed to look at this problem and report back in six months with recommendations for possible state action in the prevention, intervention and program resources in the area of teenage suicide. Linda Roebuck, Department of Mental Health, was appointed chairperson of this committee.

## **Appendix**

***G.L. vs Zumwalt Report***

**Auditor's Report**

**Special Recognition**



FOSTER CARE CONSENT DECREE COMMITTEE  
6000 Manchester Trafficway Terrace  
Kansas City, Missouri 64130  
(816) 276-6163

Committee:  
William Ray Price, Jr.  
Marilyn M. Shapiro  
Donald R. Tharp

Director:  
Ray Wallick

September 5, 1986

Honorable Russell G. Clark  
United States District Court  
Western District of Missouri  
Western Division  
870 N. Boonville  
Springfield, Missouri 65003

Re: G.L. v. Zumwalt Consent Decree

Dear Judge Clark:

We are hereby enclosing the Committee's first report pursuant to the Court's order of July, 1985, requiring that the Committee issue a report to the Court and the parties at least twice a year.

We look forward to meeting with you at your earliest convenience to discuss this report and any other issues surrounding the implementation of the Consent Decree.

Sincerely,

  
William Ray Price, Jr.

  
Marilyn M. Shapiro

  
Donald R. Tharp

cc: William F. Siedhoff  
Joe Lewis  
Marjorie Barker  
Nancy Melton  
Paul Keller  
Christopher Hansen  
Candace Zierdt



IN THE UNITED STATE DISTRICT COURT  
FOR THE WESTERN DISTRICT OF MISSOURI  
WESTERN DIVISION

G.L., an Infant, by and through his  
NEXT FRIEND, et al., on their own  
behalf and on behalf of all others  
similarly situated,

Plaintiffs,

v.

JOHN ZUMWALT, et al.,

Defendants.

No. 77-0242-CV-W-4

**Report of Implementation Committee**

On December 9, 1985, the Court appointed this Committee to investigate the issues involved in implementation of the Consent Decree ("Decree"), including the extent of compliance and problems in implementation. Interviews have been held with key participants and documents and procedures have been reviewed.<sup>1</sup> The Committee retained a full-time staff person on April 21, 1986, to assist in these activities.

This is the first report prepared by the Committee pursuant to the Court's order of July 1985, requiring that the Committee issue a report to the Court and the parties at least twice a year.<sup>2</sup> This report sets out what the Committee has found to date and what it believes is necessary to continue implementation of the Decree.

**Findings**

1. Methodology and Monitoring Process — The single most significant problem with monitoring implementation is that there is very little reliable data available to measure compliance. Plaintiffs have conducted two random sampled studies in 1982 and 1984, both of them showing non-compliance with most issues addressed in the Decree. The Division of Family Services ("Division") has taken exception with both studies, stating that the methodology was flawed. Conversely, the Division has submitted six month reports, but these reports are difficult to interpret as the data is retrieved from a variety of sources and the information is sometimes conflictive. The data in these reports also does not cover all issues addressed in the Decree.

2. Implementation Plan — When the Decree was negotiated, none of the parties appear to have appreciated the practical difficulties of implemen-

tation. The terms of the Decree were negotiated between plaintiffs' attorneys and representatives from the Jefferson City office of the Division. Local Jackson County personnel of the Division had little or no input. Since that time, the Division's attempt to implement the Decree has been inadequately organized, coordinated and staffed. While various members of the Jackson County staff have worked hard to conform local practices to the Decree,<sup>3</sup> there is little objective evidence of intent by the Division to systematically achieve implementation.

Although the Division has directed the local office to implement the Decree, the Committee has discovered no evidence that the Division has supported the local office in assessing their performance and progress in implementing the Decree, or in developing a plan and obtaining the resources needed to assure implementation. The Committee also has discovered no evidence that the Division has attempted to address budgetary requirements necessary to implement the Decree. In short, the Division has never prepared an adequate and comprehensive implementation plan setting forth the sequence of steps and the resources necessary to implement the Decree.<sup>4</sup>

3. Medical Care Issue — To date, the Division has not created a prepaid health plan to provide a full range of medical services for each child nor have they created a system to maintain every child's medical history and track their need for medical care. This issue is of immediate concern and should take precedence.

**Recommendations**

Methodology and Monitoring Process — The Committee cannot evaluate compliance until a methodology for monitoring existing case records

to determine compliance is developed. The Committee met with Joseph O'Hara, former Director of the Department of Social Services, and William Siedhoff, Director of the Division of Family Services, on June 24, 1986, and it was agreed that the Department of Social Services would develop a proposed methodology and computer program for monitoring implementation of all aspects of the Decree. This was to be submitted to all parties for review and approval. The Committee recommends that the Department of Social Services be ordered to submit their proposal to the Committee and plaintiffs' attorneys within thirty (30) days. A joint meeting shall then be held between plaintiffs and defendants to negotiate and come to an agreement on the methodology. Within ninety (90) days after agreement by the parties or, if necessary, further order of the Court, the methodology shall be implemented and a survey of the appropriate case records will be completed. The Committee suggests that representatives of both the plaintiffs and defendants should be involved in any survey of case records.

2. **Implementation Plan** — Once a methodology for monitoring has been established, a comprehensive plan identifying areas of non-compliance and proposed actions necessary to achieve compliance is essential. The Committee recommends that the Division be ordered to submit a complete plan to all parties within ninety (90) days after a report has been received by the Committee on the survey of the case records. It is imperative that the development of this plan be a cooperative effort with involvement and commitment of the Division's Jefferson City office and the local office. The Plan shall state in response to each paragraph of the Decree:

- a. If the Division is in compliance:
  - 1) What specific evidence is available to show compliance.
- b. If the Division is not in compliance:
  - 1) A set of goals and objectives that will set forth milestones against which to monitor progress.
  - 2) Action steps and a proposed time schedule with responsibility designated for each step.
  - 3) Any resources needed and how these resources will be obtained.
  - 4) A realistic system of priorities for all objectives in the plan.
  - 5) A regular process of reporting and examination that is built into the implementation schedule.

After the plan has been submitted by the Division, plaintiffs should be allowed sixty (60) days to respond. If differences cannot be amicably resolved, the Committee will accept evidence and argument regarding a further recommendation to the Court.

3. **Medical Care Issue** — A Medical Care Task Force was created by the Committee in June 1986 to develop proposed solutions to the medical care issue. The Task Force consists of the following parties: Tom O'Donnell, attorney; Dr. Dick Dreher, former Director of Children's Mercy Hospital; Dr.

Michele McIntosh, pediatrician; Ron Meyer, Division of Medical Services (defendants' appointee); Karen McCarthy, State Representative; and Marilyn Shapiro, representative of the Committee. The first meeting of the Task Force was held on July 1, 1986, where a proposed plan was discussed to establish a medical plan for all foster children. Details of this plan are being developed and should be presented to the Committee within one month. The Committee recommends that the Division be ordered to implement the approved plan within ninety (90) days.

The Division's medical records supervisor is currently developing a system to maintain medical histories for all foster children and track their needs for medical care. The Committee recommends that the Division be ordered to submit this proposed system to plaintiffs' attorneys for review and approval within thirty (30) days.

4. The Committee is concerned that the original Decree was entered in March of 1983, and the Supplemental Decree was entered in July of 1985, and the Division has neither developed a comprehensive plan to implement the Decree, nor a method of monitoring its progress. While the Committee recognizes that its recommendations herein will require additional time, a comprehensive plan for implementation and a methodology for monitoring progress is essential to implementation of the requirements of the Decree and the Supplemental Decree. To avoid any further delay the Committee recommends that the Court indicate to the parties that any time schedules adopted by the Court will not be extended and that the Court will require and enforce full compliance with the same.

Date: September 5, 1986

[Signed]

William Ray Price, Jr.

Marilyn M. Shapiro

Donald R. Tharp

## Notes

### <sup>1</sup>Committee Activities

#### *Meetings and Interviews*

- a. Juvenile Court Judge Donald Mason
- b. Juvenile Court Commissioners David Kierst and Mildred Watson
- c. Marjorie Barker, Director, Jackson County Division of Family Services; Pat Brown, Jackson County Children's Services; Nancy Melton, attorney
- d. Citizens for Missouri's Children, Consent Decree Advisory Committee
- e. Candace Zierdt and Chris Hansen, attorneys for the plaintiffs
- f. Joseph O'Hara, Director, Department of Social Services; William Seidhoff, Director, Division of Family Services
- g. Division of Family Services supervisors and employees
- h. Director, Children's Mercy Hospital; Director, Diagnostic & Treatment Center
- i. Staff person, Missouri Association for Social Welfare

- j. Special Masters for similar court-ordered projects in three other states
- k. Foster parents

*Documents and Procedures Reviewed and Analyzed and Classes Attended*

- a. Division of Family Services *Alternative Care Handbook*
- b. Division of Family Services *Resource Development Handbook*
- c. Division of Family Services *Protective Services Handbook*
- d. Missouri Statutes and legislation related to foster children
- e. *Families in Need — Assessment of Services for Abused and Neglected Children*, Institute of Applied Research, April 1985 (prepared for the Division of Family Services).
- f. *Children's Chronicles*, Citizens for Missouri's Children
- g. Notes from a meeting between Division of Family Services social workers and a representative from Children's Service Commission.
- h. Alternative Care Tracking system
- i. Division of Family Services *Policies and Procedures Manual*
- j. State regulations relating to foster care
- k. "Protecting the Child: Three Perspectives on Abuse & Neglect Investigations," Social Work Extension School of Social Work, University of Missouri-Columbia (workshop)
- l. Guardianship Training class
- m. Recruitment of Foster Parents (workshop)
- n. Foster Parent Pre-service training classes
- o. Social Worker orientation training classes
- p. Permanent Planning Review Team hearings
- q. Foster Parent Licensing files
- r. Procedures for matching foster parents and children

**<sup>2</sup>The duties of the Committee are detailed in the Supplemental Consent Decree as follows:**

"assist the parties in achieving implementation of the original Consent Decree. . . monitor compliance with the Consent Decree. . . make recommendations to any party of actions necessary or useful in achieving implementation. . . issue a report to the court and the parties at least twice a year regarding a) the extent of the parties' compliance with the Consent Decree; b) the reasons for any non-compliance; c) Committee activities; and d) any other matter it believes relevant."

**<sup>3</sup>Examples of the local office's efforts to comply with the terms of the Decree:**

- a. A 13 member Consent Decree Task Force was appointed consisting of supervisory and social service worker staff from the Jackson County office in the Summer of 1985 to provide a forum to develop solutions to problems concerning implementation of the Decree and to serve as a liaison between administration and staff and the Consent Decree Committee. This is the first time that any organized effort has been made to address the Decree locally. This Task Force spent six months studying the status of compliance and developing a list of problematic areas. They will continue to serve as a forum for future evaluation.
- b. A training session to educate all Children's Services staff and to receive their input on the Decree was presented August 4-8, 1986.
- c. The Division hired a Medical Records Supervisor who will monitor the delivery of medical services and ensure that the medical needs of all children are met. This person holds a B.A. in Social Work with experience in Protective Services and is a licensed vocational nurse with four years medical experience in the U.S. Navy.
- d. The Procedures Manual and Handbooks are, for the most part, in conformity with the Decree.
- e. Regulations have been proposed to conform with all sections of the Decree, where necessary.
- f. Central Office developed a brochure to assist the local office in recruiting emergency foster homes. Plans have been made to include this with the local water bills in September.

**<sup>4</sup>Division's efforts to develop an implementation plan**

Paragraph 19 of the supplemental consent decree required that the Division submit two reports to the Committee within 120 days of the signing of the Decree: 1) a detailed description of the defendants' computer system relating to its ability to provide reliable data concerning compliance; and 2) the Division's plans for implementation which "shall include an identification of necessary tasks, persons responsible, time lines, measures for monitoring progress and any other necessary matters."

In March of 1986 the Division submitted the computer report and the plan for implementation to the Committee. The computer report consisted of an explanation of the Division's Alternative Care Tracking System. There was no description of this system as it relates to monitoring of the Decree nor was there any plan for changes to provide reliable data concerning compliance. The plan for implementation consisted only of a general overview of their plans to comply. They did not identify tasks, persons responsible, develop time lines or measures for monitoring progress, as required in the Decree.

The Committee then requested by a letter to the Division on March 7, 1986 that a second report be filed which would fulfill both the letter and spirit contemplated by the Decree. The second report was submitted by the Division on April 10, 1986. In this report, the Division claimed non-compliance with only two items and claimed compliance or requested modification or clarification of all other items. In some cases they stated that action was going to be taken, but without any clarification of how this was going to be done, who was going to do it and when it would be done.

By a letter of May 13, 1986, the Committee requested additional documentation verifying compliance by June 16, 1986. Documentation containing proposed regulatory changes, training curriculum, resumes for trainers, and forms was received by the Committee on that date. However, there is still a need for the Committee to be able to ascertain at any point how implementation is progressing in connection with specific tasks and their scheduled accomplishment.



## STATE AUDITOR OF MISSOURI

JEFFERSON CITY, MISSOURI 65102

MARGARET KELLY, CPA  
STATE AUDITOR

(314) 751-4824

Honorable John D. Ashcroft, Governor  
and  
Members of the Children's Services Commission

We have examined the financial statements, identified in the table of contents, of the Children's Services Commission Fund and the general fixed assets account group of the Children's Services Commission for the years ended June 30, 1986, 1985, and 1984. Our examination was made in accordance with generally accepted government auditing standards for financial and compliance audits and, accordingly, included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

In our opinion, the aforementioned financial statements present fairly the financial position of the Children's Services Commission Fund and the general fixed assets account group of the Children's Services Commission at June 30, 1986, 1985, and 1984, and the results of operations of such funds for the years then ended, in conformity with generally accepted accounting principles applied on a consistent basis.

The "Total (Memorandum Only)" column on the June 30, 1986, balance sheet, is not necessary for a fair presentation of the financial statements, but is presented as additional analytical data. This information has been subjected to the tests and other auditing procedures applied in the examination of the financial statements referred to above and, in our opinion, is fairly stated in all material respects in relation to the financial statements taken as a whole.

The accompanying History and Organization is presented for informational purposes. This background information was obtained from the commission's management and was not subjected to the audit procedures applied in the examination of the financial statements.

Our comments on management practices and related areas are presented in the accompanying Management Advisory Report.

*Margaret Kelly*

Margaret Kelly, CPA  
State Auditor

September 29, 1986

# Financial Statements

**Exhibit A—Comparative Balance Sheet**

	JUNE 30,				
	1986			1985	1984
	Children's Services Commission Fund	General Fixed Assets Account Group	Total (Memorandum Only)	Children's Services Commission Fund	Children's Services Commission Fund
<b>ASSETS</b>					
Cash	\$30,968	—0—	\$30,968	\$25,237	\$506
General fixed assets	—0—	\$898	898	—0—	—0—
<b>Total assets</b>	<b>\$30,968</b>	<b>\$898</b>	<b>\$31,866</b>	<b>\$25,237</b>	<b>\$506</b>
<b>LIABILITIES AND FUND EQUITY</b>					
<b>Liabilities:</b>					
Accounts payable	\$ 9,677	—0—	\$ 9,677	\$ 5,220	—0—
Employee fringe benefits payable	392	—0—	392	—0—	—0—
<b>Total Liabilities</b>	<b>\$10,069</b>	<b>—0—</b>	<b>\$10,069</b>	<b>\$ 5,220</b>	<b>—0—</b>
<b>Fund equity:</b>					
Investment in general fixed assets	—0—	\$898	\$ 898	—0—	—0—
Fund balance	\$20,899	—0—	20,899	\$20,017	\$506
<b>Total Fund Equity</b>	<b>\$20,899</b>	<b>\$898</b>	<b>\$21,797</b>	<b>\$20,017</b>	<b>\$506</b>
<b>Total Liabilities and Fund Equity</b>	<b>\$30,968</b>	<b>\$898</b>	<b>\$31,866</b>	<b>\$25,237</b>	<b>\$506</b>

**Exhibit B—Comparative Statement of Revenues, Expenditures, and Changes in Fund Balance**

	YEAR ENDED JUNE 30,		
	1986	1985	1984
<b>REVENUES</b>			
Literature sales	\$ 3,035	\$ 1,345	—0—
Intergovernmental revenues	11,520	—0—	—0—
Donations	11,225	23,250	\$500
Interest	2,181	136	6
<b>Total Revenues</b>	<b>\$27,961</b>	<b>\$24,731</b>	<b>\$506</b>
<b>EXPENDITURES</b>			
Personal service	\$11,387	—0—	—0—
Employee fringe benefits	2,410	—0—	—0—
Expense and equipment	13,282	\$ 5,220	—0—
<b>Total Expenditures</b>	<b>\$27,079</b>	<b>\$ 5,220</b>	<b>—0—</b>
<b>REVENUES OVER EXPENDITURES</b>	<b>\$ 882</b>	<b>\$19,511</b>	<b>\$506</b>
<b>FUND BALANCE, JULY 1,</b>	<b>\$20,017</b>	<b>\$ 506</b>	<b>—0—</b>
<b>FUND BALANCE, JUNE 30,</b>	<b>\$20,899</b>	<b>\$20,017</b>	<b>\$506</b>

**Exhibit C—Comparative Statement of Appropriations and Expenditures**

	YEAR ENDED JUNE 30,					
	1986			1985		
	Appropriations	Expenditures	Lapsed Balances	Appropriations	Expenditures	Lapsed Balances
Children's Services Commission Fund*	\$18,800	\$18,800	—0—	\$10,000	\$5,220	\$4,780

\*There was no appropriation for the Children's Services Commission for the year ended June 30, 1984.

*The accompanying Notes to the Financial Statements are an integral part of this statement.*

# **Children's Services Commission**

## **Notes to the Financial Statements**

### **1. Significant Accounting Policies**

#### **A. Basis of Presentation**

These financial statements present the Children's Services Commission Fund and the general fixed assets account group of the Children's Services Commission. Expenditures presented for the fund do not necessarily represent the total cost of the related program activities, in that, certain indirect costs and services provided by intragovernmental services agencies are not allocated to the commission.

#### **B. Basis of Accounting**

The financial statements are presented on a modified accrual basis which recognizes expenditures on the encumbrance method, the state's legal budgetary basis, and revenues when they become available and measurable. Expenditures include amounts payable or encumbered at June 30 and paid during the lapse period, which ends August 31 for regular appropriations and December 31 for capital improvements. The authority to expend appropriations ends with the close of the lapse period.

General fixed assets, which are recorded as expenditures when acquired, are capitalized at cost in the general assets account group and are not depreciated.

#### **C. Fiscal Authority and Responsibility**

The commission administers transactions in the Children's Services Commission Fund. The state treasurer as fund custodian and the Office of Administration provide administrative control over fund resources within the authority prescribed by the General Assembly.

Appropriations from this fund, created by Section 210.103, RSMo Supp. 1984, authorize disbursements for the operation of the commission. Fund revenues include monies received from literature sales, federal reimbursements of program costs, donations, and interest.

The general fixed assets account group controls the balance, additions, and dispositions of the commission's general fixed assets.

#### **D. Vacation and Sick Leave**

Since expenditures for vacation and sick leave are recognized when paid, the financial statements do not reflect accrued leave. Upon termination, an employee is paid accrued vacation leave, but not accrued sick leave.

The policy for vacation pay allows employees to take time off with pay, to accumulate this leave to a specified maximum, and to receive accumulated leave on termination. A normal year's accumulation for the commission is fifteen days. At June 30, 1986, accumulated leave was seven days which would require approximately \$539 to satisfy at salary rates then in effect (excluding the state's share of OASDHI, retirement, and insurance).

#### **E. Employee Fringe Benefits**

Employees are covered by the Missouri State Employees' Retirement System (a noncontributory plan) and the Social Security System (OASDHI) and may participate in the state's medical benefit plan. Pension costs, the state's portion of social security taxes, and the state's contribution to the medical benefit plan are paid from the same fund as the related payrolls. Employee fringe benefits in these financial statements are the transfers from the Children's Services Commission Fund for costs related to salaries paid from that fund.

### **2. Reconciliation of Total Expenditures to Appropriated Expenditures**

The amounts presented as total expenditures for the year ended June 30, 1986, on Exhibit B differ from expenditures presented on Exhibit C as follows:

Expenditures Per Exhibit C .....	\$18,800
Employee fringe benefits .....	2,410
Expenditures charged to subsequent year appropriations .....	5,869
Expenditures Per Exhibit B .....	\$27,079

# Special Recognition

*The Missouri Children's Services Commission expresses special gratitude to the following contributors whose financial donations made possible the printing of the Report on the State of Missouri Children-1985.*

Anheuser-Busch, Inc., St. Louis  
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